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R. E. G. DAVIS, *Executive Director*

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A Big Step Forward in Health

THE announcement by the Prime Minister in the House of Commons on May 14 of Federal grants for health services and hospital construction marks an important advance toward the goal of a comprehensive health program for the Canadian people.

These grants, as will be known generally by the time this editorial appears, run to some \$30,000,000 annually for the next five years as compared with approximately \$13,000,000 in the 1945 proposals. Grants are again offered for the planning and organization of health services, for general public health, for tuberculosis control, for mental health care, for venereal disease control, for the care of crippled children, for professional training, and for public health research, but in several items there is a substantial increase in the amounts provided. As notable examples, professional training in public health is to receive \$500,000 annually instead of \$250,000 and the initial grant of \$4,000,000 a year for mental health will rise to \$7,000,000 over a period of years. The only condition attached to any of these grants, which are available to all provinces, whether or not they have signed tax agreements with the Federal Government, is that the provinces maintain at least their present level of expenditures for the purposes indicated.

There are two new features in the announced program. One is a proposal to match provincial costs up to \$3,500,000 annually for the diagnosis and treatment of cancer. The other, and much the most important, is the offer of \$13,000,000 a year in outright grants to assist in the construction of additional hospital accommodation, subject only to the condition that the Federal contribution shall not

exceed one-third of the cost per bed in any project. All the "Green Book" proposed in 1945 was a loan for hospital construction to any province which entered health insurance agreements.

Readers of CANADIAN WELFARE will undoubtedly join with the Council in welcoming this forward program of the Government in the health field. It stands on its own feet as a valuable contribution to the improvement, if not the levelling up, of essential public health services across the country. Indeed, as the program develops, we may well find that Canada has taken the lead among the nations in per capita expenditures on preventive health measures. Greatest interest, however, attaches to the Prime Minister's statement that these grants "represent first stages in the development of a comprehensive health insurance plan for all Canada". How long are the first stages likely to last? Is the Government resolved to work through them as quickly as possible? It is to be noted that the Prime Minister spoke of more adequate health services as "fundamental pre-requisites of a nationwide system of health insurance". Whether prerequisite is the right word might be a matter of debate. One could argue that the inauguration at once of a health insurance program could be the most effective way to stimulate public health services and to ensure essential hospital facilities. This was apparently the point of view in 1945 when health grants were considered as collateral rather than as preliminary to the insurance program, and it is supported by developments since in a number of the Western provinces.

Political considerations had, of course, an influence on what the government felt free to do at the present time. To go the full length of a health insurance program, even restricted to the seven provinces which have signed tax agreements, would obviously give rise to serious difficulties which it was wise to avoid if there is any hope of a united plan at an early date. The point we wish to underline here is that health insurance, designed to help the individual meet the crippling costs of illness, lies at the very heart of the social security needs of the Canadian people. The matter has now been under discussion for many years. It has been the subject of consideration and study on the part of innumerable Federal and Provincial Government committees. It was one of the most exciting items in the proposals of 1945. Again and again the nation has been keyed up to expect imminent action about it. We can only express the hope that any further delay will not be of long duration. The people of Canada want health insurance. It is unthinkable that they will be put off indefinitely because of a mere jurisdictional dispute.

The Respective Roles of Laymen and Professional Workers in Social Work

By JOSEPH P. ANDERSON

SOCIAL work throughout its history has depended upon the understanding support of laymen. As the profession has developed, laymen have continued to make an important contribution in a team relationship with the professional social workers. During the past several years there has been a disturbing trend which can affect this relationship and which should be of concern to all of us. I have reviewed many papers and I have listened with careful attention to many speakers who have discussed the relationship between laymen and professional workers. I have noted that our voices have risen, our comments have become more caustic and there has been concern expressed that representatives of each group have not been fulfilling their roles satisfactorily. Some of our difficulty has stemmed from the conditions which were created by the war. During these hectic years, life for all of us has been so concentrated on the immediate job before us. Each day we must dispose of our correspondence, cover the case load, complete the agenda of a meeting, balance the budget. We have not had the time and we have not wanted to sit back and review those factors which have

affected social work during the past quarter of a century and which must necessarily have a bearing on the opportunities and responsibilities for laymen and professional workers in social work. I would like, therefore, first to state what our objectives are—for what goals laymen and professional workers strive.

Our goals, stated simply, are first to extend and improve the programs of social services in order that the social needs of all the people can be met. When we provide those services which help to strengthen individual and family life and enable each individual to function adequately in a democratic society, we help to build a stronger democratic society. When we build a stronger democratic society we are helping to achieve peace, security and a higher standard of living for all the people throughout the world. These objectives are shared by laymen and professional workers in social work. If we are to make our maximum contribution toward achieving these objectives we must recognize and fulfill our respective roles.

Among the developments which have had influence on social work

This paper was presented at the National Conference of Social Work, April, 1948, Atlantic City, New Jersey.

during the past quarter of a century are the following: (1) the progress which has been made toward the growth of the social work profession; (2) the tremendous expansion of the public social services; (3) the development of central financing of voluntary social services and (4) the increased interest on the part of citizen groups in planning and organizing community services.

Growth of Social Work Profession

The growth of the social work profession has been accompanied by a recognition that the quality of social work practice depends on the knowledge, skill and attitudes of the practitioner. We have learned that this knowledge must include material from the related fields of sociology, economics, psychology, political science and anthropology. There must be knowledge also about legislation on which many of our programs are based. There must be knowledge of social institutions and their place in the community, knowledge about agencies, their financing, administration and operation. There must be knowledge also of the dynamics of human behaviour, of factors which affect the relationship of the individual and his family group or other groups in the community. We have recognized also that there are skills which are essential to the good practice of social work. The skill of establishing and using the intimate, inter-personal relationship through which an individual or family can be helped. There is

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the skill required in the allocation of money. There is the skill of knowing how to use legal authority constructively. Great skill is required to know when to invoke the legal authority which removes a child from his parents and home. The social worker must know how to use certain tools—tools like interviewing, group discussion, recording. Finally, the social worker must have an attitude which enables him to work with all kinds of persons in a variety of settings, an attitude that is based on a fundamental respect for the dignity of every human being, and an attitude which reflects a deep conviction that people can be helped.

The growth of the social work profession has been influenced by the rapid expansion of training

programs to prepare social workers for practice. There are now more than fifty graduate schools of social work in the United States, seven in Canada, and almost an equal number of educational institutions offering programs of training on an undergraduate level. We are moving from a period when we were concerned with services offered by different agencies to a concern for serving individuals or groups as professional workers.

Professional social workers have a very great interest in the development of the profession. Our pre-occupation with this exciting and interesting task has made some social workers question the role of the layman. This attitude has not gone unnoticed on the part of some of the laymen with the disturbing results which were noted above.

Expansion of Public Social Services

A second important factor which has influenced the respective roles of laymen and professional workers has been the expansion of the public social services. The extension of necessary social welfare programs under public auspices has been due largely to the increasing recognition of the value of these services in our society. Laymen and professional social workers alike have welcomed this expansion of the public social services and have been gratified to see the benefits of programs initiated under voluntary auspices made available to an increasing number of persons. The

enlargement of our public programs has provided new opportunities for the laymen as well as for professional workers. In most instances provision has been made for citizen participation on Boards of public welfare agencies with responsibility for policy formulation and administration. There have been some instances where the activities of these citizen boards have not reflected enlightened social policy. This has led some social workers to question the role of laymen in the public social service programs.

Another factor which has a bearing on the topic for discussion has been the growing opinion that with the expansion of the public social services there is no place for the voluntary agency. I would like to say at this point that I do not share that opinion.

Central Financing

The growth of the Community Chest movement in the United States and Canada has also affected the respective roles of laymen and professional workers in social work. There are now 1,000 communities in North America in which the money to finance the work of the majority of the agencies under voluntary auspices is raised by a community chest. This method has replaced the efforts of individual agency boards to raise the money needed for agency programs. There can be no question about the many gains which have resulted from central financing of voluntary social services. In many

instances the laymen and professional workers have found it difficult to assume the different kinds of role called for under this new financing method. Many have found it hard to accept this method because it requires planning and carrying out a campaign to finance the needs of a group of agencies. It has not been possible for them to accept the discipline necessary in a collective effort. Lyman Ford in a paper given at the 1944 National Conference of Social Work pointed out: "Money raising involves budgeting. Budgeting involves decisions as to program which soon reveal themselves as being without any sound basis unless some method is devised for looking at the individual agency budget in relation to the whole community picture."

Closely related to the development of central financing of voluntary social services has been the increase in community planning and citizen participation in community service programs. The increase in number and effectiveness of councils of social agencies has been made possible through the central financing of private social services. The demands of the war years resulted in an unprecedented expression of citizen interest in our community social service programs. Eduard C. Lindeman, in an address given at the National Conference of Social Work in 1946, said: "The part played by volunteers in the late war will some day be told, I trust, and the historian who attempts this task will find

himself confronted with a truly democratic epic. During the War over twelve million volunteers sprang, not to arms, but to desks, hospitals, clinics, playgrounds, factories, trucks and automobiles. Without their aid our health and social services would have sunk to a dangerous level. They helped us win the war but they also demonstrated that democracies are not constituted of lazy and self-indulgent citizens, are not what the Fascists claimed they were, namely decadent and impotent."

Volunteers

The acute shortage of qualified social workers made it necessary for agencies to use volunteers to a greater degree than ever before. In some instances persons without adequate preparation were given assignments which they could not discharge satisfactorily. The professional social work group viewed with alarm the threat to the quality of social work practice and to the personnel standards which were being endangered.

The increase in the number of organizations which are interested in the establishment of adequate community health and welfare services is another factor which should be listed. Organizations like labour unions, business groups, veterans organizations, women's clubs and parent-teacher associations during the past quarter of a century have expressed a great interest in the establishment of community service programs and have carried on activities designed

to establish and strengthen these programs. This development is significant for social work because laymen now have other channels through which they can express their interest and to which they can contribute time, energy and counsel.

The above developments have contributed to a state of frustration and anxiety on the part of both laymen and professional workers. This condition is influenced further by attitudes which are reflected in the actions of both groups. Some laymen and professional workers wish to return to the good old days. They refuse to accept the fact that we are living in a period when our social and political and economic institutions are changing and that their roles will be different. Some others prefer to ignore that change is taking place and suggest that we go on the theory that the problems we face will take care of themselves. Still others wish to throw aside all that we have learned from our previous experience and start afresh. There are some, however, who recognize that we cannot go back to the good old days, that we cannot ignore the changes which are taking place and that we must build on what we have learned in the past and move with courage and vision into the future. I hope that this group will become larger.

The respective roles of laymen and professional workers may be presented under the general headings of administration and operation of social welfare programs and

the development of social action programs.

Respective Roles of Laymen and Professional Workers in Agency Administration and Operation

It should be stated at the outset that the specific responsibilities and functions of laymen and professional workers necessarily depend on the kind of agency and program carried on, the auspices, the way it is financed and its stage of development. There are, however, certain general guides which can be applied to most situations to enable both groups to understand and fulfill their respective roles.

Let us first review the responsibilities and functions of the professional worker. The first responsibility of the professional worker is to provide the skilled technical service which by reason of his special preparation he is equipped to offer the individual, the group and the community requiring that service. He has the added responsibility to work continuously to improve the quality of that service. He must work with his professional associates to define objective criteria for the measurement of competence to practice and to see that these standards are understood, accepted and applied. The professional worker must be alert and sensitive to new problems and new needs which come to his attention, and he must assist with the development of new insights, new concepts, new skills and

Continued on page 37

International Conference of Social Work

By CLIFFORD A. PATRICK,

*Director of Social Service, Department of Veterans' Affairs, Ottawa,
reports on the Atlantic City and New York meetings*

OF 65 countries invited to send delegates to the Fourth International Conference of Social Work, 20 accepted the invitation and an additional 16 sent observers or visitors. Each country was allowed 2 delegates, 3 observers and (except U.S.A.) any number of visitors. China had a total attendance of 19, Egypt 8, India 5, the Philippines 7, Venezuela 5, to name a few of the larger representations. A number of countries, of course, had only one person in attendance. There were 12 Canadians.

This was the fourth meeting of the International Conference, the first since 1936 and the first to be held outside Europe. It met at Atlantic City, N.J., for five days in conjunction with the United States National Conference of Social Work, April 17-21, and for two days on business and procedural matters in New York City, April 24-25.

The first Atlantic City session, jointly sponsored with the National Conference, was on the subject of "International Welfare Programs", and the first speaker was our own Deputy Minister of Welfare, Dr. George F. Davidson. His subject was "The Social Commission and the Social Welfare Services of the United Nations Secretariat", with

which he is thoroughly familiar as one of Canada's delegates to the United Nations.

Meetings that followed covered such topics as International Children's Emergency Fund, International Labour Organization, International Refugee Organization, World Health Organization, Voluntary Agency Programs, International Action for Social Welfare, Rehabilitation, Mass and Individualized Measures, Post-War Needs in Western Europe, Housing, Programs for Rural Areas, and so on.

Space will not permit a detailed discussion of these sessions but the meeting on International Action for Social Welfare was outstanding. The speaker was Donald S. Howard, Director, Department of Social Work Administration, Russell Sage Foundation. From a background of personal experience in international welfare programs, he presented the basic principles that must be kept in mind in any social work on an international scale. His material was delivered so clearly and forcefully that those present will never forget his main points.* If the speech in written form is half as convincing, it

*We have Dr. Howard's promise that a copy of his address will be sent us. Watch for it in a subsequent issue of *WELFARE*.
—Editor.

should be required reading for everyone interested in or planning social work on an international basis.

The following basic assumptions given by Mr. Howard may give some indication of his total message.

- (1) International action does not mean working *in* another country. Help should be given only through existing agencies of the country concerned.
- (2) International action implies no giving or no receiving nations; only nations working together on a common problem.
- (3) There are no worthy or no unworthy nations; only nations in need of goods or services.
- (4) No nation has all the answers. We do not know what type of program will suit the needs of others.

Leaving Atlantic City after 5 days, the Conference moved to New York for a two-day business session. It was in New York that the International Conference came into its own because here, for the first time, the delegates from other countries outnumbered the American visitors at meetings. It began to feel like an International Conference and not just an appendage to the U.S. National Conference.

Business meetings called to consider the reports of the various officers, to consider a new constitution, elections for the ensuing year and so on, can be extremely dull at times as we all know. This, however, was far from the case on this occasion. In fact, the meetings seemed to pick up momentum and

increase in interest as they moved along.

There was a spirit of unity and common purpose about the meetings that is hard to describe. It was a contagious something which gradually engulfed the whole, until all present felt completely accepted and at home. Our basis of agreement was so much larger than our differences that it was possible to discuss and consider unusual points of view without difficulty.

Probably the President, Dr. Rene Sand, was the largest contributing factor to this feeling of unity. His kindly spirit seemed to radiate and to warm all those in his presence. Those who had met him before respected and loved him and those of us who met him for the first time felt as though we had known him for years. Seldom has a more moving tribute been paid to any man than the genuine and prolonged applause given Dr. Sand when it was announced that he had agreed to continue his interest in the conference by accepting the appointment of Honorary President. As Mr. George Haynes said in taking over the president's chair, "Dr. Sand is a real citizen of the world. He is known and loved in all countries. He will always be our leader, guide, philosopher and friend".

The New York meetings produced agreement on several important points. First of all, the new constitution was approved; this will make provision for national committees in all participat-

ing countries. For the first time the conference will have a permanent secretariat, for the present at least, Mr. Joseph P. Anderson, Acting Secretary-General, will continue in this capacity. Plans have been laid for an International Social Work Quarterly, for the exchange of social work information and personnel, for regional conferences in various parts of the world and for advisory status at the United Nations.

Canada will be represented on the Executive Committee by Mr. R. E. G. Davis, Executive Director of the Canadian Welfare

Council, and Mr. W. H. Dewar, Executive Director of the Community Chest of Greater Toronto, is the new treasurer. As has been mentioned, Mr. George E. Haynes of the National Council of Social Service, Great Britain, is the new President.

A foundation on which we can build has been laid. It is now up to each one of us to support the International Conference financially and in other ways so that it can go forward to help build the better world we all so sincerely desire.

SOCIAL WELFARE IN SINGAPORE

THE United Kingdom Monthly Commentary for February, 1948, brings the interesting information that a survey of social conditions in Singapore was begun early in December by the Singapore Department of Social Welfare. This is the first time an urban survey of this kind has been undertaken in Southeast Asia.

Students from Raffles College and the Medical College volunteered to conduct the interviews in 5,000 of the city's homes, and to record answers to a special questionnaire containing fifty questions about working and housing conditions, education, health, food and leisure. When the answers are compiled, future social policy in Singapore can be scientifically planned on a reliable basis of fact.

The Department of Social Welfare, set up in June, 1946, has a notable record of accomplishments, from repatriation of refugees to settlement of family disputes. In two refugee camps and transit centres, the Department has looked after a total of 5,000 destitutes and over 14,000 war-displaced repatriates, the latter mainly Chinese returning to Malaya after the war. For this work the Chinese Government gave the Department an official expression of gratitude.

For a year and a half, People's Restaurants, organized by the Department on a non-profit basis, have been serving meals with menus approved by the Nutrition Unit of the King Edward VII College of Medicine. These were opened in various thickly-populated parts of the city to help keep down the black market. Meals can be had here for fifteen cents, while the price charged at the Family Restaurants, opened a year ago, is only eight cents. Up to August, 1947, nearly 2½ million meals had been served in these restaurants.

Child-feeding centres, where children of poor families receive good free meals, have been opened all over the island, at Government expense. Twenty centres are giving 4,600 meals a day to children of all nationalities with the help of over 100 voluntary workers. In addition, a children's centre fund has been raised out of which various amenities are provided.

British Columbia's New Hospital Insurance Plan

By MARTHA MOSCROP,

*Training Supervisor, Department of Health and Welfare,
British Columbia*

PROVINCIAL social security planning of the "universal coverage" type took a forward step with the passage of the Hospital Insurance Act during the 1948 Session of the British Columbia Legislature. This Act will go into force by proclamation as soon as the necessary administrative regulations have been completed and passed by the Lieutenant Governor in Council. Meanwhile public reaction to this measure throughout the Province appears to be wholly favourable. Hospital boards, and administrators too, welcome this Act, which they consider to be the answer to their many financial difficulties, although they have expressed some fear that once in operation, their existing bed-capacities will be insufficient to meet the demands they foresee arising. However, certain terms of the Act protect this anticipated difficulty to a degree, and certain long-term provisions are made in the Act for an orderly expansion of hospital facilities.

The terms of this statute* may be considered from three angles; first, those terms dealing with

benefits and beneficiaries, second, those concerned with finance, and third, those setting up the administrative machinery to implement the scheme.

Benefits, Beneficiaries

Benefits provided by the Act may be summarized as "general hospital services". Specifically these include public-ward facilities, necessary operating-room and case-room facilities, X-ray and laboratory services, both diagnostic and therapeutic, and "such other services, dressings and drugs as are prescribed by regulations." The Act also provides that where a person requests and receives care in addition to public-ward care, the hospital may collect from the province on the basis of public-ward care, the difference in rates being paid by the patient. Moreover if a beneficiary has paid for hospital services provided him outside the province, he may be reimbursed in the amount to be authorized under regulations for such outside care. Transportation to and from hospital will not be paid.

Abuse of the benefits provided is protected by a clause which states that a patient before being admitted to a hospital for treat-

*For purposes of this review, it has been necessary to use the bill introduced by the Government to the House during the session. Many amendments were introduced as the bill was successively read, but these did not alter the basic terms discussed in this article.

ment must produce certification of his requirement of hospital services. The manner of obtaining such certification will be set out in the regulations but presumably the attending doctor will have authority to certify to the patient's need. Permissible length of stay in hospital will also be stipulated in the regulations.

Beneficiaries, or "qualified persons", are entitled to the benefits outlined above. A qualified person is one who has resided in the province for six months immediately previous to his admission to a hospital, and who has paid the premium under the Act or has had it paid for him.

Premiums therefore must be paid by everyone who has resided in the province for six months,—everyone that is, who is over the age of sixteen and self-supporting—unless a premium has been paid by another person—his employer, for instance—on his behalf. Heads of families pay premiums in respect of their dependents. Those individuals or families receiving social assistance (old-age pension, mothers' allowances or any form of social assistance to which the province contributes financially) will have their premiums paid for them by the province.

The amounts to be paid in premiums by individuals or families have not been formally scheduled as yet. However, as the Act states that the aggregate amount to be paid by heads of families on behalf of their dependents will not exceed thirty-three dollars per year

it can be assumed that the scale of premiums will work down from that maximum.

Certain exemptions are allowed. Subscribers to insurance plans already established or who hold other satisfactory contracts, may be exempted. (As a Royal Commission very recently made inquiry into the operation of all privately operated health insurance societies, the question of establishing the satisfactory nature of such insurance contracts should be relatively easy to determine). Unless his dependents are also covered in this way, the head of a family will not be exempted from paying the provincial premium on behalf of his family. No one, in other words, will be uncovered by hospital insurance in this provincial plan, although certificates of exemption may be made to adherents of the Christian Science Church.

The method of collecting premiums is still to be worked out, but differing plans will be allowed, instalment payments being one of the alternatives stated in the Act. Recovery of premiums owing by wage earners may be claimed by means of salary deductions by an employer, and penalties may be exacted by court order in other instances of outstanding default. "Hospital insurance cards" will be issued to every person who pays a premium.

Finances

A "Hospital Insurance Fund" will be established and maintained by various revenues, chief of which

will be premium payments. The municipal and provincial per diem grants as provided now in the Hospital Act, will be paid into this fund rather than to the hospital concerned. Contributions by the provincial government will be provided through the creation of a separate fund in the treasury which will be kept at the level sum of two million dollars, an Act to provide initially for this fund having been passed by the Legislature this year. This stabilization fund is for the purpose of ensuring the solvency and the continued operation of the Hospital Insurance Fund, a provision obviously most necessary in the first years of operation.

In addition, the Act provides that a proportion of the money accruing by virtue of the Amusement Tax Act,—a provincial statute passed this year in anticipation of the withdrawal of the Dominion Government from this field of taxation—shall be paid to the Hospital Insurance Fund. Four-fifths of the Amusement Tax revenue is to be so diverted.

Repayments of advances made to the Hospital Buildings Fund and in general, "any other contribution that may be made to assist in the provision of hospital insurance", concludes the revenue sources for providing the services specified in the Act and the costs of administration.

The setting-up of a revolving Hospital Buildings Fund, for the purpose of extending financial aid

for the construction, reconstruction and equipping of hospitals is another important section of this Act, which will be maintained by proportions of revenue from various sources. Its use will be determined by regulations or order-in-council.

Administration

This Act will be administered under the authority of the Minister of Health and Welfare, and its provisions will be carried out by an office within the Health Branch to be called the Hospital Insurance Service. Chief officer of this service will be the Hospital Insurance Commissioner, who will have the status of a Deputy Minister and who will be responsible directly to the Minister.

The Commissioner will have wide powers under the Act. He will have jurisdiction over the payment of hospital accounts, the collection of premiums, the certification of need for hospitalization should disputes arise between a beneficiary and the Service, the prosecution of those liable under the Act, the records of hospitals (with respect to books, audits, returns, and statistics on morbidity, communicable diseases, maternity and so on), and generally, the direction of every facet of this Act and regulations.

An Advisory Council will be set up for the purpose of advising the Minister on hospital matters, the members of which will be appointed. The Council's opinion may be requested, for example, should a dispute arise between the Commissioner and any hospital with

respect to the validity of accounts rendered.

Agreements between other provinces may be entered into on behalf of persons who are resident in British Columbia but for whose hospital care other provincial governments may be responsible. Similar agreements may be made with the Dominion Government, a provision related, it can be hoped, to eventual federal health insurance legislation. Other health or hospital insurance agencies, societies, associations or companies may also enter into an agreement with the Minister for the taking-over of their commitments in the matter of providing hospital care. Provision has been included, moreover, for co-ordinating the benefits available under the Workmen's compensation Act in order to prevent inevitable duplication and administrative difficulties between these two Government services.

The Act concludes with a list of

some thirty-four items with regard to which regulations must be drafted before its proclamation. Besides these specific matters, this section states in general that "regulations shall be made as are deemed necessary to carry out the provisions of this Act according to their true intent, and to meet cases that may arise and for which no provision is made in this Act, or where the provision that is made is ambiguous or doubtful."

Such is the foundation for British Columbia's Hospital Insurance plan. At this time of writing, the prediction is that it will be ready to be put into operation by the first of January next year at the latest. It has been prepared after prodigious effort, and after study and observation of other similar provincial insurance schemes. It is indeed a forward step in the democratic march toward social security in Canada.

THE V.O.N.'S GOLDEN ANNUAL MEETING 1898 - 1948

The Victorian Order of Nurses has given the Canadian people fifty years of service, but as plans unfolded at its April 27-28 meetings, it was obvious that it does not intend to rest on its past achievements. According to reports given, there are still millions of people in Canada who are not within reach of the Victorian Order nurse. In order to keep up already established work and develop new branches, considerable time was spent in planning to meet problems of personnel, finances and health education.

Among special speakers were Dr. Baruch Silverman, Director of the Mental Hygiene Institute and Assistant Professor of Psychiatry at McGill University, Montreal, and Mrs. D. B. Sinclair, Executive Assistant to the Deputy Minister of Welfare. Senator Norman Paterson of Ottawa was re-elected President of the V.O.N. Board of Governors.

Community Welfare Council of Ontario Appoints Executive



JOHN N. BLOW

THE Board of Directors of the Community Welfare Council of Ontario Inc. reports the appointment of John N. Blow as Executive Secretary, following the retirement of Rev. Gilbert Agar, who was its Executive Director for twenty-nine years. Last June a Conference of welfare representatives from all parts of Ontario was held at the University of Toronto, at which time the Council was reorganized and constituted as an advisory and coordinating Council for the promotion and development of the best

possible social welfare policies in Ontario, both in the interest of efficiency and economy. The work of the Council has been commended by the Provincial and Dominion Ministers of Public Welfare.

Mr. Blow is well qualified for this important post, educated in Whitby High School, Toronto Normal School, graduate in Arts of McMaster University, graduate in social work of the University of Toronto and at present completing his master's degree in that science. He served as House Master and teacher in the Preparatory School, Upper Canada College; Principal of Brock Public School, Whitby; and Assistant Commissioner, Dominion H.Q. of the Boy Scouts Association. He enlisted in the R.C.A.F. in August, 1941, serving in the general welfare and recreational field, of which work he was in charge in North-west Europe from shortly after "D" Day till his appointment a year later as Senior R.C.A.F. Special Services Officer Overseas. He was promoted to the final rank of Wing Commander and retired to Reserve in August, 1946, after which he acted as a Rehabilitation Assistant, Workmen's Compensation Board. In 1947 he continued his studies for the degree of Master of Social Work. Mr. Blow will assume his new duties with the Community Welfare Council of Ontario on August 2nd.

New Perspectives in Family Living

By DAVID WEISS

David Weiss is a graduate of the New York School of Social Work and has had experience in group work, case work, camping and teaching. He is Executive Director of the Family Welfare Department of the Baron de Hirsch Institute, Montreal. Formerly he was Associate Director of the Jewish Social Service Bureau, Rochester, N.Y.



IN OUR Western culture the family is the basic unit of society. To question the validity of the family as a fundamental social institution is to question our whole system of psychological, social and religious values. Indeed, if modern psychology is to be accepted, it is inconceivable that wholesome characters can develop except within the family setting or its prototypes. All forms of psychological therapy are rooted in this philosophy of the individual in his earliest experience of family living, and basic techniques and treatment are fashioned from it.

Our concern is not with the family as a unique, essential bio-socio-psyhic structure—that we must accept or be guilty of self-repudiation—but how to adapt the modes of family living to the increasingly rapid tempo of modern social and economic forces that spring from and react back upon, the persons who comprise it. Since social change generally lags behind technological and industrial change, the reconciliation of these two involves a conscious adjust-

ment process for the individual if he is to avoid breakdown. Unless the individual is strengthened by his family experience to cope with these changes, or unless the individual and his family are helped in dealing with such changes, it may be predicted that the already high rate of social casualty will rise: divorce rates, broken homes, crime and delinquency, incidence of mental disease, and the gamut of maladjustment among individuals whose productivity will be thereby limited.

There seems to be sufficient agreement now that the family can no longer continue in its traditional role as the "shock absorber" for social change. Family life seems to have lost its resiliency, and unless the social services and social institutions which circumscribe the family are clear as to the way in which they can supplement and undergird family life, there seems little promise of a future of stability in family living.

Whatever demands our complex social order makes upon family living, we believe that planning

should begin with the premise that the family is the unit in which the emotional integrity of the individual is fostered and best preserved. The challenge of our times in relation to family living is to preserve the following distinctive functions of the family:

1. To provide a way of living for members of the family group in which basic physical needs can be met and emotional security and personal fulfillment can be attained.

2. To provide in marriage for the achievement of a sustained relationship between a man and woman, in and through which, they may seek fulfillment of their intimate affectional needs and desires.

3. To bear and rear healthy children in the setting of a home and family living.

4. To provide the kind of family living which fosters development and maturation of personalities able to maintain a democratic way of life in the family and in society generally.

5. To transmit, transform and develop cultural conditions from one generation to the next, especially in the area of inter-personal relations.

6. To integrate, and mediate and interpret the demands and possibilities of the environment.

7. To provide a socially sanctioned situation in which co-operative living and division of labour can be developed according to the interests and abilities of the several members of the family group.*

From the viewpoint of social work, which meets needs of individuals and families that arise out of the conflicts of economic, technological and other social changes,

certain observations will be made regarding this subject. Serving in the areas of personal maladjustment and breakdown, social work can contribute to the new perspectives required in order to transform the current conflicting forces on family living. If our economic and social order seems to deprive family living of functions which in the past tended to preserve the physical closeness of parents and children, then we must acknowledge the need for substitute or supplementary family agencies and institutions which enable the family to achieve the sevenfold purposes referred to above.

The evolution through social philanthropy to social responsibility, of government and community groups responsible for the existing welfare, compensation and insurance programs designed to remedy the problems of breakdown ascribed to accidents, loss of employment, illness, death, separation and other gross social phenomena, attests to a healthy social process in this human area. The problem of our generation of families is to arrive at a synthesis of the various goals, aspirations and values that affect family living, so that marriage and family life may have positive social sanctions, cultural recognition and personal gratification. Otherwise the current contradictions which operate for women and men in marriage can only lead to confusion and compounded social breakdown. For example, it is well known that women are forced into conflicts

**The Place of the Family in American Life*, issued by the Woman's Foundation, N.Y.

that have cultural sources as well as emotional origins with respect to motherhood. During the war, women went into factories, offices and the military services. Such competition and success with men not only opened up vistas of new gratifications for women, but set up opposing forces of negation and discontent about the traditional role of the woman in the home.

For man this development, which has been going on for several decades, has reduced the primacy of his role in the family. There is no wish to decry the desirable and constructive contributions of woman's equality with man. But it is necessary to see the by-products of discontent and breakdown along the road toward this equality that carries with it personal and family penalties, in the meeting of which society pays the ultimate price. If we wish for woman's equality, can we overlook her biological task, without providing for the realization of both through marriages that have social planning in support of both?

Let us consider, as an example of such contradictions, the conflicts of the woman who wishes to be a mother and rear children. On one hand she is educated by the radio, newspaper, periodical and other literature, the school, the church and other community attitudes that proper child care requires certain minimal (and high) standards of physical care such as housing, nutrition, vitamins, emotional climate, prescribed ways of giving and withholding love, edu-

cational achievement and other ideological values. For the modern mother of 2.7 children this is a tremendous risk and task, and her bewilderment and margin for error are in inverse ratio to each other. The increase in cases of postpartum depressions that break up families or disturb them for years in situations following the birth of the first or second child illuminates in great part this problem. The cultural elements in this situation are too strong for us to overlook the implications that bear on this subject of marriage and parenthood, which seem to entangle the mother, rather than to provide for her a citadel of security.

If our society desires such ideal aims, for example, in the area of child care, may we not ask of its elders that every mother and every child be given certain basic guarantees for their living in a family? Can we say that every family has a guaranteed annual income to provide those nutrients, adequate housing for proper privacy, universal provision of the mechanical services by which to reduce the drudgery and the exertion of merely keeping house? And is the father given social opportunities to fulfill his role and responsibility by protecting his wage-earner's function, with leisure to enjoy companionship with his family? Are the school, the church and other community services geared to providing a two-way process and pathway between the home and their edicts about child care? Perhaps we ought to esta-

blish community departments of family care, by which to show not only that we care about children, but care enough about the values and goals of family life, so that men and women are truly interested enough in getting married, having families and staying married!

Family substitutes in contemporary society have neither compensated nor balanced the centrifugal trend toward social breakdown. This may be proof of their failure. The problem lies essentially in their reorientation toward their responsibility, and clarification and redefinition of their function in relation to the family, a source of supplementary services and institutions. The very existence of these substitutes even on a remedial basis verifies the foregoing. We should have no romantic illusion that they suffice. The predominant community attitude toward the sufficiency of social agency services, for example, and resistance to extending the support for the intensified and extended use of family services, reflect this contradictory attitude which is as true of the people who live in families, as of those who support and underwrite the services for families. This same analysis can be made of all the other social institutions which serve in supplementary relationship to family life.

For the purposes of this presentation a review will be made of some existing welfare services in respect to the way in which these serve in supplementary relation-

ship to the family.

Public and private agencies usually meet families at the point of crisis. Out of the special skills of case work, attempts are made to salvage and restore independence and the sense of usefulness, to the individual and his family. By no means does everyone in need of service come to the agency whose function is primarily remedial, and little attention is given to the individual family whose problems have not yet crystallized to the point of seeking help. The principles of case work are derived from the knowledge of the genetic development of personality, and a democratic philosophy that self-help is more meaningful than hand-outs that depreciate the personality. If these beliefs are applicable as tools in treatment, certainly they have applicability in prevention and education. The re-educative skills and knowledge of case work offer rich curricula and teachers, for the field of adult education in this area.

If we can evaluate and treat lacks in parenthood, should we not be able to invest this knowledge and skill in a program that helps prepare individuals for marriage and parenthood? If we can individualize the problem child in our school system with guidance and clinical facilities, is it not possible to individualize the non-problem child and normal adult for purposes of promoting their maximum development? A community program is indicated in which emphasis is lent to the enrichment of

personal living in equal degree to that given remedial services.

In connection with this type of service it is to be noted that "earning a living" and motherhood often work at cross purposes. Earning a living for a woman is sometimes determined by necessity, sometimes chosen as a career, and sometimes as an escape from the burdens, boredom and drudgery of caring for children and household. In our culture, earning a living is much more socially acceptable than the acceptance of minimal relief assistance in order to maintain parent and child together. Cannot a higher premium be placed on the career of parenthood? When on the basis of life situations, it is necessary that parents and children be separated, do we evaluate this experience, giving equal weight to the emotional meaning of the separation to a child and parent? Perhaps our social insurance and welfare programs could do much to arrest this tendency if parents received a sense of the importance attached to being successful parents, in addition to receiving a stipend for staying home. Here is a nice question: do child care agencies spend as much time in *refinding* the child's own home as they spend in *homefinding* prospective foster homes?

In those instances where career or escape are given priority over parenthood, have we really prepared parents for their choice by educating them in parenthood?

An indication of our failure to

understand this conflict is the wide popularity of articles, books, radio programs that in any way touch upon the problems of personal living. The "romantic illusions"* about marriage and family life, generated by the screen, are digested by the same millions who feed on the national radio hook-ups where advice and mediation are offered on the subject of marriage and family, which may represent how disillusioning the reality of these relationships have become.

Consider nursery schools. Are these schools used as supplements to family living, or are they substitutes for broken homes that in this manner are patched together from day to day? Do these services serve a basically important educational function; are they used even when parents are able and willing to keep children at home? Often the nursery school is used as a compromise. But they can be supplementary to the family, and as such add to the emotional vitamins absorbed by the child. If services of this kind are viewed not as substitutes but as supplements, it is possible to orient these programs in such a way as to consolidate the family rather than to dilute it.

Does the nursery school teacher have a primary relationship to the parents with a common focus, the child? Is it not true that nursery schools have a primary relationship at this time with a group of children and incidental, secondary contact with the parents? Too

*"Our Romantic Illusion," by Paul H. Landis, *Survey Midmonthly*, November, 1946.

often the nursery school is the parking lot for the harrassed parent, and not the service station that provides care and helps the parent understand the child so that the former can manage the child better.

In the field of group work, new perspectives seem necessary in recognition of the contribution those supplementary services have to offer to the family group, which today requires this type of service in extending the horizons, and the skills in living, of children and other family members. Too often group work agencies speak of themselves as activity and spectacle minded. In what way does the group work agency really fulfill its role as a "character building" resource? The group work agency needs to be aware of the individual as the locus vivendi of its program, and that the hedonistic forces that lead its membership into association with one another, is but half of the equation of the personality forces that seek self-expression and self-expansion in and through group work activities.

Community attitudes toward social agency programs still contain residuals of a past era when charity, pity and sympathy were primary motives for giving agencies support. This is reflected in our programs and administrations. Glance at the injury inflicted on the character of the services rendered, as well as on the recipients. In foster home programs, for instance, agencies provide minimal financial support for boarding a

child, and even in a period of rising costs as now, there has been no substantial increase in rates paid to those foster parents for several years. More disturbing is the ineffectiveness of foster parents as a group. What if foster parents went on strike? Would that prove their essential role in the economy of child care agencies?

Foster parenthood is by and large a very difficult career. When modern parenthood is such a risky business, foster parenthood is doubly fraught with apprehension and doubt. Social agencies entrust a tremendous responsibility to foster parents. Does the community appreciate how much is involved in providing physical care, and the warm affectionate climate that insures the wholesome development of the child? When it is recalled that the child sustains a painful separation as he faces this new experience, can the initial burden of responsibility which foster parents face in their task be overlooked? They require guidance and help from skilled case workers in order to negotiate such hurdles. Add to this the fact that the function of foster parenthood is frequently to help the child retain and re-cement the ties that bind him to his own parents, which should make the importance of their job obvious. For this work they are remunerated to the extent of \$7 to \$10 per week. Does this not reflect on the lack of appreciation in which the community holds this essential service? It may be objected that a

financial reward is a poor motive for foster parenthood, yet in our culture money still remains the measure of status for work done and until the community demonstrates through interpretation and concrete reward the high value in which this service is held, it will not secure the calibre of foster parentage so urgently needed. On the part of child caring agencies, there is a need for inaugurating training programs for foster parents, to give them the sense of genuine participation in this important welfare program, and to help them in the special functions to which they have been assigned.

The same reasoning is necessary in respect to assessing the case work element in probation, parole work, the institutional care of children, the nature of services offered to the mentally ill, the chronically sick, and the old age population which confront social planners. Each contain elements that can be projected in a preventive philosophy that will enable family life to function in its fullest capacity, and as richly as possible.

The crisis that confronts the family is at root the crisis of the individual. Just as the individual must find roots in his own family before he can cast his own seeds of mature growth in and through other groups, the family also needs to be rooted within a fertile and harmonious network of interdependent families. Thus do we derive neighbourhoods and community and world. Well integrated families weld neighbourhoods to-

gether, and such family life proclaims an integrated community and world ultimately.

The individual as he grows is helped to root himself in his own family group by parents. As he grows and progresses, the school, church and other groups carry on and share in this original teaching task of parents through educators, ministers, social workers and other adults. If such extra familial groups serving family life are to be planned for, eventually plans have to be made as well for the personnel to administer these services.

Thus, by concentric expansion, the individual, so to speak, determines his relation from the family into the community as a whole. Individuals and families live in neighbourhoods, communities and states, and cannot merely exist as separate, exclusive entities without reference to one another, and without interaction if modern life is to have meaning and to be realized. Thus neighbourhood services are needed which localize, clinic, social agencies, recreation facilities as well as shopping, school, church, hospital, work. Without this grass root localization, whatever emanates from the top will be dissipated in the cross currents of political and social changes.

If the family is the mould in which character is cast and shaped, family living is a telescoped image of our way of life. Our ideal is a democratic family, since it alone affords an opportunity for full individual growth, and a creative

maintenance of our society. While we plan on a local community level, it must be emphasized that planning on a national level which includes all the legal and voluntary social institutions which surround and affect family life, is the necessary backdrop to make local programs effective.

Periodic depressions with mass unemployment, racial tension, discrimination, inadequate shelter and limited health facilities, are social conditions with which an evolving democracy must come to grips and conquer if the ideal of a democratic society and family is to be realized. Security cannot be divided into economic security, emotional security, health security and other segments; nor can community social services fulfill their social responsibility, contributing their fullest skills and knowledge of personal and social living, if in planning and practice they are confined to such segmentalized levels of purpose and function.

A new perspective is required if we are to view family living and social services properly. The family and social services are at the cross roads. Just as the family and the individual is faced with atomization and dispersion, so, too, the social services are confronted with segmentalized confinement.

The challenge and goal of family living is not only the survival of the race, but to afford its members an experiential *modus vivendi* for personal growth and social integration. In this way only can man be prepared to cope with and control what would otherwise be the Frankenstein of modern technology. The alternative to atomization, is the integration of the individual through and with his basic groups of family, neighbourhood, community, nation and ultimately the world. What other alternative is there?

The family is now a new frontier in North America. It needs to be psychologically explored and developed. The family can further enrich the personal development of its members, and add to their social contributions the wholeness that society needs. The concentric social, welfare and educational institutions which revolve about the family can offer much toward such aspirations and developments. To this essential, unavoidable task, the social services must humbly offer their own integrating services. What other alternative do we have in a technological democracy?

The author wishes to acknowledge the many suggestions and ideas contained in this paper made by David Crystal.

CANADA spends more than \$25 million annually for the upkeep of mental hospitals and the cost of mental ill-health in this country is estimated conservatively at \$120 million each year. Leading psychiatrists believe that much of this mental illness could be prevented by proper childhood training. Parents and teachers should attempt to understand the children in their care and train their minds to cope with the problems they will meet as adults.

—Department of National Health and Welfare.

Action Sociale en Ontario

RAYMOND-J. BERIAULT

LE premier mai 1947, le ministère de l'Instruction Publique de l'Ontario absorbait la partie administrative de la Commission d'Education des Adultes de l'Ontario, pour conserver celle-ci comme corps consultatif et pour pousser de l'avant le développement de la récréation et de l'éducation post-scolaire dans la province. Ce nouveau noyau prit le nom d'Action Sociale. La création de cet organisme venait à son heure. Jamais peut-être, dans l'histoire de notre province, le citoyen ordinaire n'a pu disposer d'autant de temps libre; jamais besoin plus grand s'est fait sentir d'éduquer le peuple sur les dangers idéologiques, plus spécialement ceux du communisme.

Pour répondre à ces besoins, il faut sans doute s'occuper de la formation générale de l'enfant, du jeune homme et de la jeune fille. Ce sont les citoyens de demain. Mais comme il semble important également de s'adresser aux adultes, à tous ceux qui ont quitté l'école soit primaire, soit secondaire et même universitaire. N'est-il pas

juste que ces mêmes adultes sont les éducateurs de nos enfants, de notre jeunesse? L'exemple qu'ils donnent à tous ces jeunes esprits demeure plus entraînant que l'enseignement. De la semence jetée en

terre, dépend la récolte. N'est-il pas juste également que c'est parmi ces mêmes adultes que se recrutent actuellement les adeptes de toutes ces fausses idéologies qui couvrent notre humanité? Serait-ce qu'ils ne sont pas suffisamment préparés pour repousser ces idées? Il faut donc leur aider à discerner entre le faux et le vrai, entre le laid et le beau,

entre le mal et le bien. En d'autres termes, gagner sa vie est facile. Il s'agit de beaucoup plus: il faut apprendre aux individus à vivre.

Telle est la fin de cet organisme d'Action Sociale. Quels sont les moyens dont on peut disposer pour atteindre cette fin? Il est possible de résumer tous ces moyens en un seul, une éducation post-scolaire bien comprise. L'éducation est un développement, un épanouissement complet, intégral d'un individu. Or un individu est composé d'un corps

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et d'une âme. C'est donc ce corps et cette âme avec son intelligence et sa volonté qu'il faudra développer, épanouir intégralement. Et comme cet épanouissement ne peut s'effectuer dans toute sa richesse, dans toute sa beauté, ni sur le plan de l'école primaire, ni sur le plan de l'école secondaire, ni même sur le plan universitaire, il reste que l'individu devra y travailler probablement toute sa vie. Encore n'est-il pas sûr d'arriver à un résultat parfait. Et cela se comprend facilement si l'on s'arrête un instant à songer à la faiblesse d'assimilation de l'enfant, du jeune homme et de la jeune fille, à l'absence presque totale d'expérience chez l'un comme chez l'autre. Il faut lire à ce sujet l'excellent étude de Sir Richard Livingstone sur l'importance de l'expérience dans le domaine de l'éducation.

Ceci posé, il devient facile d'expliquer comment une éducation postscolaire bien comprise résume tous les autres moyens d'atteindre le but que s'est proposé l'organisme provincial d'Action Sociale. Parce que l'homme a un corps, toute ce qui pourra lui procurer une détente sera du domaine de l'éducation. Il s'agit évidemment ici des sports et des loisirs. Parce que l'homme a également une âme avec une intelligence et une volonté, tout ce qui pourra contribuer au développement de cette intelligence et à la formation de cette volonté sera également du domaine de l'éducation. Il faut mentionner ici l'enseignement et l'éducation proprement dits. Enfin, l'homme, animal

social, appelé à vivre en société devra développer chez lui, un sens social sans lequel, la vie humaine devient misérable. De là, l'utilité des centres récréatifs où la communauté soit paroissiale, soit du village ou de la petite ville peut se rencontrer, apprendre à se connaître et à s'aimer.

Voilà tout un programme pour une poignée d'hommes dispersés à travers la province et qui s'efforcent de promouvoir, de développer et d'organiser des moyens d'éducation postscolaire. A Toronto, se trouve un bureau chef, sous la compétente direction de monsieur E. C. Cross; cinq bureaux régionaux à Toronto, London, North Bay, Fort William et Ottawa, et un bureau régional bilingue à Ottawa sous la direction de six directeurs régionaux dont un bilingue, s'occupant plus spécialement des canadiens de langue française, dans la province.

Que font ces nouveaux éducateurs? Ils essaient, dans la limite de leurs moyens de promouvoir, de développer et d'organiser à peu près ce qui suit. Dans le domaine de la récréation, ils s'occupent et de sports et de loisirs. Ils insistent davantage sur le sport éducateur que sur le sport compétitif. Ils aident les villes et villages qui développent la récréation en vertu de la loi d'éducation physique et de récréation (Physical Fitness and Recreation Act). Ils organisent des écoles d'arbitres, des tournois régionaux de balle, de badminton, de ballon volant, de ballon au panier, etc.

Les loisirs prennent davantage de leur temps. L'artisanat a été l'une de leurs premières préoccupations. Un peu partout sont nés des groupes de tissage, de cuir repoussé, de couture. Chez les Canadiens de langue française, les Cercles de Fermières ont pris, dans plusieurs endroits, un regain de vie et les groupes de Jeanne Le Ber se multiplient rapidement.

Le théâtre semble lentement revenir à l'honneur. Il faut souligner la réussite du beau festival du nord de l'Ontario et l'excellent travail accompli dans l'est par le groupe Le Caveau d'Ottawa et le groupe Gascon de Hawkesbury. La musique s'est développée moins rapidement. Pourtant ici et là sont nées des chorales et des chœurs mixtes, là surtout où il n'en avait jamais existé. Il faut mentionner également les forums, les bibliothèques, les cercles d'études, et toutes les autres formes de loisirs qui jouissent d'un succès plus ou moins grand auprès de la population ontarienne.

C'est cependant dans le domaine de l'éducation que ces directeurs régionaux ont fait le plus de travail. Partout des cours ont été organisés: cours d'action sociale dans différents centres, cours de formation de chefs, cours de fin de semaine. Dans de nombreuses écoles secondaires, le nombre d'élèves inscrits aux cours du soir, a doublé et même triplé. Dans les écoles primaires, des cours d'économie domestique, de travaux manuels ont été organisés et bien suivis. Les cours qui ont payé le

plus de dividendes, cependant, sont bien les cours sur l'éducation des enfants. Un très grand nombre de parents ont suivi ces cours, et dans des dizaines de centres des groupes de parents se sont réunis pour étudier ensemble leurs problèmes communs d'éducation des enfants, et leurs devoirs de parents.

Voilà, brièvement résumés le programme et les réalisations de l'organisme provincial d'Action Sociale: programme d'envergure parce qu'il s'adresse à près de quatre millions d'adultes pas toujours faciles à atteindre et surtout pas toujours faciles à approcher, à convaincre. Et comme une cause vaut la peine qu'on s'en occupe uniquement par l'importance qu'elle comporte, il ressort clairement que la cause d'Action Sociale est de toute première importance tant pour sa valeur humaine que pour sa grandeur et sa noblesse.

Quant aux réalisations, elles sont difficiles à estimer à leur juste valeur. Les résultats tangibles se feront peut-être attendre cinq, dix ans, mais il ne faudrait pas, sous aucune considération, mésestimer la valeur de l'éducation postsecondaires parce qu'il est actuellement impossible d'en mesurer les résultats.

En définitive, l'Action Sociale en Ontario, est encore au stade de l'expérience. Mais quelle expérience enrichissante! Du moins, pour celui qui a la satisfaction et la joie de contribuer, peut-être faiblement, à

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Highlights of the National Conference

THE 75th meeting of the National Conference on Social Work was remarkable for several reasons. Almost 7,000 members from the United States, Canada and many other countries gathered to consider welfare problems of interest to all of them, and in spite of differences in language, types of government, organization and philosophy, there was a striking similarity in the immediate social problems with which everyone was concerned. Housing; cost of living; security—economic political and social—were of primary importance to us all and so there was a basis on which all could meet in spite of differences there might be in other areas. The Conference was remarkable too in the calibre of its President, Dr. Leonard Mayo, who had a cheery greeting, a word of encouragement and a witty story for every session. The outstanding quality of his leadership, his broad social philosophy and his skill in individualizing “a mass program” was an inspiration to the entire Conference. The organizational pattern of the 1948 Conference was significant too. Each day’s program opened with a general session for the discussion of a topic of concern to the whole field. These sessions which discussed such subjects as “Inter-relationships of Social Work and Democracy”, “Inter-relationship of Social Work and Broad Social and Economic Measures”, “Roles of

Governmental and Voluntary Agencies in Social Work” were addressed by outstanding leaders in social welfare and emphasized the unity of our concerns, rather than differences or specializations. The evening session, usually held jointly with the International Conference on Social Work, were devoted to consideration of international needs under the leadership of speakers with diverse viewpoints and from several countries. The opening address of this series, dealing with the work of the United Nations’ Social Commission was given by Dr. George F. Davidson, Canada’s Deputy Minister of Welfare.

The remainder of the program was devoted to the special interests of the various fields of social work and provided opportunities to share ideas and experiences with other workers in every phase of social work. In addition almost 50 associate national organizations held Annual Meetings or Workshops as part of the Conference agenda.

Out of this tremendous forum, with its multiplicity of interests and its welter of meetings, there seem to be two of particular interest to Canada. First, while it may be premature to indicate a trend, there is some evidence that social welfare in the United States is moving toward greater integration, especially on the national front. This may be explained partly

by the problem of securing the necessary staff and money to maintain a large number of agencies but it may be said also to represent growth in the idea that the objectives of social welfare will be best served by closer co-operation and integration. The second is the growing awareness among Conference members that no country,

including the United States, can survive and progress in isolation from the rest of the world. It was to a sympathetic understanding audience that speaker after speaker emphasized that the well-being, prosperity and happiness of individuals in every part of the world is of immediate importance and concern to all. P.B.

ABOUT



PEOPLE

Dr. Allan R. Morton, Commissioner of Health and Welfare for Halifax, has been elected President of the Canadian Public Health Association.

Maude Fleming, who became Acting Superintendent of the Perth County Children's Aid Society in September, 1947, has now been appointed Superintendent. Miss Fleming is a graduate of McMaster, took her social work training at the University of British Columbia and has extensive experience in both the guidance clinic and industrial school fields.

Mildred Cowan goes to the Wentworth County C.A.S. from the Cosmos Imperial Company where she was Personnel Director.

F. C. Promoli, Executive Secretary of the Children's Aid Society of Central Manitoba since June 1946, has resigned from that agency.

Mildred Crawley, with the Children's Aid Society of Western Manitoba for the past four years has resigned her position as Executive Secretary.

Those who have been interested in the spectacular development of Boys' Town, Nebraska, will regret the death of Rt. Rev. Msgr. E. J. Flanagan while on a tour of youth welfare services in Germany.

Elsie Bowden has retired from her position as Secretary of the Social Service Index in Montreal after nearly twenty-seven years of professional service. Under Miss Bowden's leadership the Social Service Index developed from a baby in a shoebox, under the Charity Organization Society (now Family Welfare Association) to the efficiently functioning 300,000 card index that it is today under the auspices of the Montreal Council of Social Agencies. Miss Bowden organized the Social Service Index in Halifax, and has become widely known as an expert in the organization and administration of Social Services Indexes.

Mrs. W. J. Stephen (nee Jean Murray), formerly with the Manitoba Public Welfare Division, has joined the staff of the Ottawa C.A.S.

Continuing its decentralization program the Winnipeg District Office of the Manitoba Public Welfare Division has opened a sub-office in the town of Selkirk, serving Selkirk and the municipalities of St. Andrews and Winnipeg Beach, with Ruth Brend a graduate of the Manitoba School of Social Work in charge.

Alice Monette has left the Social Service Department of St. Justine Hospital, Montreal, to join the staff of the Social Service Department of the Misericordia Hospital, Montreal.

Marcelle Saint-Martin, formerly director of the Social Service Department of St. Justine Hospital, is leaving Montreal for Europe to specialize in medical social work. She is being replaced by Jeannine Godbout.

Marguerite Lalonde, who is taking special training in France in the field of personnel working in industry, plans to remain in that country for another year.

Lise Saint-Jacques, former student of the University of Montreal School of Social Work is also training in France for social work in industry.

John Falconbridge has been appointed Executive Secretary of the Second Mile Club of Toronto, succeeding Eunice Dyke, who founded the Club twelve years ago. Mr. Falcon-

bridge expects to complete work for his Master of Social Work Degree this summer at the Toronto School of Social Work.

Of great interest to those who know of the work of the Canadian Federation of Mayors and Municipalities is the marriage of the former executive director, Mrs. Jessica Allan Derby to Garnet Coulter, K.C., Mayor of Winnipeg.

Ralph H. Blanchard, Executive Director of Community Chests and Councils, New York, was elected President of the National Conference of Social Work at its 75th anniversary meeting in Atlantic City. Mr. Blanchard succeeds Dr. Leonard W. Mayo, retiring president, who is Vice-president of Western Reserve University, Cleveland.

Mr. George Mooney returns to the Canadian Federation of Mayors and Municipalities as its Executive Director after several years service as Chief Executive Officer of the Administrative Council, European Region, of UNRRA.

Canadian Education for March reports that the Honourable H. L. Pottle, M.A., Ph.D., was appointed Commissioner for Home Affairs in Newfoundland. He succeeds the Hon. H. W. Quinton, who accepted the Commissionership for Public Health and Welfare.

A MILESTONE in social work is marked with the news of the appointments of Evelyn W. Hersey and Irving J. Fasteau as social welfare attaches at the American embassies in Cairo and Paris. This is the first time social workers have taken their place as experts on American embassy staffs. They will keep the State Department informed on welfare developments in the countries to which assigned and will give these nations information on welfare developments here, will appraise the effect of overseas aid programs, and will serve as consultants for American citizens and their dependents.

—*Better Times*, March 12, 1948.

ACROSS CANADA



Housing The Dominion Bureau of Statistics reports around 77,000 dwelling units completed in Canada in 1947, as against 67,000 in 1946 and 48,000 in 1945. The Curtis Report estimated the urgent backlog housing demand in urban areas in 1946 as 150,000 units. Construction in 1946 was 2,000 units greater than the net rate of family formations, and in 1947 it was 13,000 units greater, which might reduce the backlog to 135,000. This is still a lot of people, especially when 70% of the people in Canada have incomes of less than \$2,000 a year which severely limits their ability to compete for such housing as may be available.

From the Social Planning Committee of the Community Chest and Council of Greater Vancouver comes word of resolutions that the City Council be urged "to pass a Standard of Housing by-law, that the Dominion, Provincial and Municipal Governments be urged to co-operate in initiating a low rental housing program and that the City Council be urged to enter into further agreements with the Central Mortgage and Housing Corporation for the provision of additional veterans' housing. These are good resolutions and we hope they will get some action.

Psychiatric Services Latest step toward greater rehabilitation efforts in Canadian penitentiaries is the opening of a new psychiatric ward at Kingston penitentiary. This is the first such ward in Canadian penitentiaries. It will be remembered that Dr. Crawford who has been on the Kingston staff for a number of years is so far the only full-time psychiatrist in Canadian penal institutions.

Divorce Increasing Number of divorces granted in Canada continued upward in 1947 for the eighth successive year, to reach a new peak of 7,942, an increase of 259 over the previous record figure of 7,683 in 1946, according to preliminary figures released by the Dominion Bureau of Statistics. The 1947 rise, however, is considerably below the increases in the preceding three years, comparing with 2,607 in 1946, 1,288 in 1945 and 525 in 1944. It brings the rate per 100,000 population to 63.2 as against 62.5 in 1946 and 18.4 in 1939 when 2,068 divorces were granted.

In contrast with 1946, when there were increases in every province, the number granted was higher in 1947 in five provinces and lower in four. Ontario had 3,252

divorces as compared with 2,639 in 1946, accounting for nearly 41 per cent of the Dominion total. British Columbia was again second in number with 1,826, representing about 23 per cent of the total but down from 2,005 the previous year. Alberta had 881, also a decrease from the 962 recorded in 1946; while the number in Manitoba advanced to 665 as compared with 636, and in Saskatchewan slightly to 509 as against 505 the preceding year.

Of the remaining four eastern provinces the number for Quebec increased to 348 compared with 290 in 1946 and for Prince Edward Island to 18 as against four, while divorces for New Brunswick declined to 236 compared with 382 and for Nova Scotia to 207 compared with 260 in 1946.

Family Allowances

Due to the developing family allowance program, the federal Department of Health and Welfare will shortly be announcing competitions for up to twenty-three social workers. These positions are classified in four grades and will carry salaries ranging from \$2,100 to \$4,200 a year. Grade 1 candidates will be expected to be graduates of a school of social work or have eligibility for the Canadian Association of Social Workers.

D.P's Of the total of Displaced Persons now in Canada 5,042 are close relatives of residents of this country, 8,702 are workers brought forward in groups in response to requests submitted by industry, and 506 are orphan

children. The groups who have arrived are (as of March 31, 1948): 1,798 domestics, 3,599 woodworkers, 207 textile workers, 983 miners, 803 garment workers, 569 garment workers' dependants, 124 steel workers, 20 steel workers' dependants, 289 railway workers, 64 foundry workers and 246 hydro workers.

Old Age Saskatchewan reports an increase in the old age pension from \$30 to \$35 per month, commencing April 1, 1948. This will not be a Supplementary Allowance but will be incorporated as part of the regular pension.

The Hard of Hearing The Canadian Association of the Deaf is launching a campaign to raise a \$50,000 trust fund out of which to provide an annual \$1,200 scholarship to a totally deaf Canadian boy or girl. The scholarship will entitle the student to study at Gallaudet College in Washington, D.C., a world famous co-educational college for the deaf.

Another useful organization in this field is the Canadian Federation for the Hard of Hearing which comprises seven Leagues for the Hard of Hearing. At its annual meeting held recently in Vancouver Leagues were reported in Victoria, Vancouver, Calgary, Regina, Winnipeg, Toronto and Montreal.

Physical Fitness Transfer of the Physical Fitness Division formerly under the Department of Public Health to the Department of Education has been announced in Saskatchewan. The change was

made because the activities of the division, informally known as the Saskatchewan Recreation Movement, have become more closely related to educational recreation than to health recreation.

Manitoba has renewed its agreement with the federal government under the National Physical Fitness Act for another year. The program is administered by the provincial department of Health and Public Welfare.

Health Insurance

Compulsory contributory hospitalization is on its way in B.C. as a sequel to financial difficulties encountered by several semi-private organizations. The Government is pledged to take over the present federal amusement tax when Ottawa vacates the field, and to devote that revenue plus an additional \$2 millions to a stabilization fund. Individuals may be assessed possibly \$15 a year, with a maximum contribution for families, payable either through payroll deductions, or through a hospital insurance office.

With health insurance a burning question, it is interesting to note from the first annual report of the Saskatchewan Hospital Services Plan that with a nominal charge of \$5 per citizen last year, the cost to the government was \$9.40 per capita for basic hospital services.

Tuberculosis Almost half the Indian population of Manitoba was x-rayed during 1947 in one of the most extensive anti-tuberculosis drives yet undertaken among Canadian Indians. A total

of 6,665 Manitoba Indians were x-rayed by the travelling clinics and 1,104 by other means. Most of the work was done by the Sanatorium Board of Manitoba through its travelling clinics, stationary clinics and health surveys in residential schools.

Welfare Units Ontario moved towards the eventual decentralization of welfare services with a bill introduced by welfare minister W. A. Goodfellow which provides for the establishment of welfare administration units under which activities of a municipality and the province in dispensing public assistance would be combined. In any municipality where such a unit is formed, the province will assume half the operational costs. Such units, when established, would administer unemployment relief, day nurseries, homes for the aged as well as old age pensions and mothers' allowances.

The legislation is entirely permissive and any agreement made under it by a municipality may be suspended at the pleasure of the municipality.

Neighbourhood Councils

With only two neighbourhood Councils functioning two years ago, Hamilton now has a Council in practically every area, and school buildings, parks and playgrounds are being utilized for programs which are gradually being extended beyond the area of outdoor sports to include teen age and adult activities. The interest being displayed by the community

itself is most encouraging and a city-wide campaign is now in progress with the slogan "Join Your Neighbourhood Council".

Twelve of these neighbourhood Councils have been established under the auspices of the Hamilton Recreation Council, and this group held a one day conference of representatives at McMaster in April. Approximately 200 delegates attended.

Leadership Training in Halifax

Halifax reports a Leadership Training Course, sponsored by the Recreation Division of the Council of Social Agencies, with a registration of 79 co-operating agencies including the City Department of Recreation, the Y.M.C.A., the Provincial Department of Physical Fitness, the Halifax Playgrounds Commission, the Y.W.C.A., St. Joseph's Orphanage, Boy Scouts Association, Girl Guides Association, The C.G.I.T., the Physical Education Department of the School Board and the University Women's Club.

The Hamilton Council of Social Agencies in conjunction with the Community Programs branch of the Department of Education have also a Leadership Training Course to their credit, with Professor Alan Klein of the Toronto School of Social Work lecturing on the principles and techniques of leadership. Instruction was also provided for Interest Groups and an enrollment of 139 was reported.

Child Welfare in New Brunswick Significant amendments in the Children's Protection Act of New Brunswick have received Royal Assent. They include provisions for the notification of the appropriate Children's Aid Society whenever an information is laid before a Justice charging a child with an offence, and the transmission of a copy of the proceedings to the Child Welfare Officer for the Province. Another important change provides for the making of regulations providing the licensing of persons operating boarding houses for children. A third addition makes possible regulations providing that no person shall solicit or request a parent, expect a parent or guardian of a child to surrender them, or in the future, the custody of such a child except under appropriately safeguarded conditions.

New Brunswick Jails

A recently authorized probe of New Brunswick jails is getting under way through the activity of County Court Judge J. Bacon Dickson, recently appointed Royal Commissioner to enquire into conditions in the county jails. There is interest also in the possibilities of joint action with the other Maritime Provinces for the establishment of a central institution.

Backstage at Council House

COME ON inside; you won't have to bother with anyone. They're all either at the annual meeting in Hamilton or celebrating the King's Birthday.

Yes, it's pleasant working here, six or seven blocks from downtown. It's a residential street and the noise is not of traffic but of children playing. Isn't the lawn fine? We had it all re-seeded in the spring. The flower boxes too—they'll be in full bloom in a week or so.

Let me open the door. We'll take a look down the hall before we go upstairs. This is where the stenographers work; it's a nice big room. Here are the files, hundreds of them. Back this way are the publications.

Publications. They're a headache. Look around at these shelves: reprints, mimeographed speeches, technical pamphlets, briefs, statements of policy, summaries of legislation, directories, and reference material of many kinds. They all have to be amended periodically and in some cases entirely rewritten every year or so.

This yellow pamphlet here is the *Proceedings of the Conference on Personnel in Social Work*. It, and this red booklet, *Adopting a Child*, are big sellers right now. They both cost a quarter.

It's some of those others that bother us. We often feel that someone else with more research facilities and a larger editorial staff might better publish them. For instance, legislative summaries. Whose job are they? They take a lot of time to compile and must be revised continually.

While there's a need we try to fill it, but if we were free from long-term, continuing commitments in the way of revisions and re-issues we could do more about publications on current issues.

It's just a thought, mind you. But let's not bore you with our problems.

These are our mailing stencils. Here's yours.

You say you left there two years ago? How have you been getting *WELFARE* and the other stuff we send out? Reading the boss' eh, and occasionally having something sent on from the old stand. Not a very reliable procedure. Just a moment and we'll make a note of your new address.

Come on upstairs. Those? Oh, they're the executive offices. You know, problems of community organization, financing of private welfare, immigration and exportation of babies—all that kind of thing.

Those books? That's the library. As good a welfare library as there is in Canada, we hear. Kinsey's report? Sure, it's there some place.

These are clipping files. Look—all press mentions of the Council. They're partly the result of conscientious public relations, but this sort of thing is not all we do in the way of PR. Public relations are just part of our educational program, more than reports of speeches, trips, and projects. More than mere publicity.

It has a positive role; it's responsible for promoting a widespread awareness of the policies democratically determined by our members. That's a big phrase—sounds like the annual report.

We find that effective PR demands fast and sure co-ordination of all our activities, prompt exchange of information among staff and committees, and the highest degree of co-operation between us all.

Say, this is beginning to sound more and more like the annual report. Let's go upstairs.

No, the decorators didn't get up this far, but it's all right, we'll just turn on an electric light or two. It isn't really that dark.

You may be interested in these graphs on the wall. They are our membership controls. When that graph on the left falls below the red line we know that the money isn't coming in fast enough to take us to our membership budget. Then the pressure goes on!

This other graph shows the intensity of our membership efforts. As the pressure rises, so should this line. If it doesn't, something's wrong.

You didn't know we had a membership campaign? Well, it's this way: we haven't exactly a campaign, no razz-mattaz, no jingles on the radio, but we do have a steadily rising goal. We have more than doubled the roll of individual members this past year; we expect to double it again this next year.

We're getting more agencies too, particularly organizations that are not technically welfare groups such as libraries, embassies of foreign nations, service clubs, home and school clubs—any group that finds it valuable to be in touch with Canadian welfare.

We'll take a glance at our membership records when we go downstairs again, but have a look at these membership reports. This long form is made up each week and contains the name, address, and division affiliation of each member, new or old, agency or in-

dividual, who paid up in the period covered. These other two forms are made up monthly. This one shows the number of new members and the number who let their membership lapse. We can thus check the rate of turnover. It's very low, less than 10 per cent turnover a year and speaks well for the loyalty and interest of our members.

This other monthly sheet is a membership record broken down by Divisions. Notice that two-thirds of our individual members are not affiliated with any Division. About 15 per cent of our member agencies are non-affiliated.

Who are we trying to get to join the Council? That's a good question. Right now we are making an attempt to bring into our ranks everyone in Canada who has expressed and shown an interest in welfare. We think that such a membership group would give us good strong, intelligent support and would enable us to do our job more effectively.

Hey—who shoved that annual report into my hand again? Come on downstairs—but you think everybody in Canada is a potential member of the Council? Say, the Membership Secretary would like to see you!

We missed one office on the way up—this one here, the French-speaking office. More dictionaries than you could shake an idiom at. Did you know that it takes a good translator 40 minutes to do one page? We still laugh at the remark some joker once made in *WELFARE*: he said the secretary of the French-speaking Division did alone in French what every one else did in English. We laugh, but it is near the truth and it's some job.

By the way, did you notice on those membership reports upstairs that the French-speaking members are no

longer classified as a group apart? No, they're considered just as Council members now.

That green linoleum on the main floor looks good from the stairs doesn't it. Makes the hall quite zooty. Here, into the accountant's office, to see those membership records we were talking about.

Look—a punched card for each member. All the gen on a member is carried by one cord. Run this darned needle through the appropriate hole in this stack of cards and what have we got? All the cards with fees due in July. Neat, eh!

By running the needle through the correct holes we can pull out of the drawer the cards belonging to members who are on the Board of Governors, or who are social workers, or who live in Winnipeg. It's all there, in writing and incoded punches.

We've streamlined our membership procedure and classifications quite a

bit but we're still a bit concerned about the complexity of our membership structure. Three types of membership, doubled by the split between individuals and agencies, further complicated by Division affiliations plus subscribers to *WELFARE*—it can get pretty complicated.

Oh, yes, there's just one more thing to mention. We do a lot of work backstage here for other committees and groups. You know, the Continuing Committee of the Personnel Conference, the Canadian Committee of the International Conference of Social Work—you say you've got to go?

Sure, sure, but it all takes time, and staff—you really must?

And money—well, it's been fun seeing you. Off to the beach, you say? Hey, come on back, would you like to borrow our latest library book on case work?

Some other time? Fine, fine. Here, take a pamphlet—it's important, all about social security.

ANOTHER JOHN HOWARD SOCIETY

ALBERTA is to be commended for its recent establishment of the John Howard Society of Alberta, thus providing the machinery for province-wide rehabilitation services for discharged prisoners, both men and women. In order to achieve this, local district councils are being planned, to be set up in each of the judicial and sub-districts throughout the province. This will mean in the very near future ten local district councils, each of which will be responsible for promoting the work of the organization, educationally and otherwise. Such services will be of very practical assistance in re-establishing discharged prisoners in their respective areas. The chairman of each district council is a member of the board of directors, in addition to those named by Calgary, Edmonton and Lethbridge.

Mr. G. B. Henwood, K.C., a former Deputy Attorney General for the Province of Alberta, has been elected chairman of the provisional board.

The purpose of the Society, as outlined by the constitution, is as follows: To help discharged and paroled men and women to re-establish themselves; to work for the wise and just treatment of those confined to penal institutions; to befriend the first offender; to guide and help the mothers, wives and children of men in prison; to work for wise and just legislation with reference to court procedure and penal administration; to seek to remove the conditions which lead persons into crime.

new techniques to meet these needs. Every professional worker has a responsibility to make available what he has learned in practice to the persons and organizations conducting training programs, so that each succeeding generation of social work practitioners will be better equipped to practice. The professional worker has an obligation to point out and work for the establishment of the kind of personnel practices which make possible the highest standard of service to the people served by the agency in which he is employed. He has a responsibility to recruit for the profession and to help formulate and support good standards of education for social work. He must make available the knowledge he has gained from his education and experience for the purpose of establishing sound policies and procedures governing the program. Finally he must use his knowledge, skill and factual information to create awareness of individual and community needs and to mobilize intelligent and understanding support for programs of service to meet these needs. If professional workers do these things they will be playing their part in the progressive and responsible development of the profession and in the administration and operation of our social work programs.

Laymen have an equally important part to play if we are to have sound administration and operation of our programs. An important element in the administration and operation of all social work programs is community sanction. Our public programs receive this sanction from the legislation on which the programs are based. In our voluntary programs this sanction is provided by the active participation and responsible support of laymen in-

terested in these programs. One way the layman in social work performs this role is by accepting membership on the Board of Directors of a social agency. The presence on the boards of social agencies of laymen in whom the community has confidence give assurance to the people obtaining service from that agency, and to the staff employed in it and to the persons whose contributions make the work of the agency possible—assurance that the program of service offered by the agency is necessary and will be administered in accordance with sound policies and procedures. Professional workers come and go but a responsible citizen board provides the continuity and stability essential to sound administration and operation. Another function for which the layman has responsibility is that of helping to formulate sound policies and procedures. In both public and voluntary agencies he performs this role through his work as a member of the board and by serving on agency committees. In this role he must learn to make use of the specialized technical knowledge available to him from the professional workers and to relate this knowledge to the needs of the community as he sees them and to the degree of understanding of the community regarding the program of the agency. A third method of performing his role is by accepting responsibility for serving as a volunteer worker in some phase of the agency's program. The layman has the right to expect from the professional workers guidance in determining the type of volunteer service for which he is best equipped. On his own part he must be able to recognize the special skills which he can offer and to accept the limitations of time and energy under which he

must operate. The volunteer worker has a right also to expect a clear statement of duties which are expected of him, training for his assignment and consistent, intelligent and understanding supervision of his work. In both public and voluntary programs the layman must serve as the liaison between the professional worker who strives for the development of high standards and progressive social policies and the general public which has to be helped to understand that the standards and policies urged by the professional worker are essential to the maintenance of a high quality of service and for that reason are valuable and worth paying for. Eveline Burns in a recent statement on "The Opportunity of the Private Agency in a Changing World"* describes this as "a two-way function of interpretation and reconciliation."

Sound administration and operation of modern social work programs under public or voluntary auspices need well trained professional workers and community-minded laymen. Difficulties between laymen and professional workers have arisen from a lack of understanding of appropriate roles which they have to play in agency administration and operation. When the professional worker attempts to perform the role of the layman and the layman undertakes to perform the role of the professional worker, sound agency administration and operation are not possible and the quality of service to persons in need of it suffers as a result. I hold the deep conviction that laymen and professional workers can perform their respective roles in such a manner that the quality of service can be improved and social work programs can be strengthened.

*See CANADIAN WELFARE, October 15, 1947.

Respective Roles of Laymen and Professional Workers in Community Planning and Social Action

Three elements are essential to sound social planning and effective social action. The first of these is research and study to determine new and changing needs of individuals and communities. The second is the planning and organization of new service programs or the co-ordination and integration of existing programs. The third is mobilizing support for the establishment and maintenance of programs and services on a basis adequate to meet the needs of all persons requiring them.

There is general acceptance of the fact that sound community planning and effective social action must be based on accurate, up-to-date factual information. It is the responsibility of the professional worker to obtain, compile and present all the data pertinent to the matter under study. Laymen in social work—in fact the whole community—have the right to expect from the professional social worker information that is complete, valid and objective in order that the health and welfare needs of the community may be understood and sound action for the meeting of these needs be undertaken. The professional worker must use the knowledge he has gained from his education and experience in interpreting the data which has been compiled. He has the further responsibility to see that all the facts are made known to all groups concerned.

To fulfill his role the layman must be willing to review the factual data assembled, to consider the implications of the data and to be guided by this information in determining next steps.

It is my opinion that there is a growing recognition of the importance of the research and study phase of our job on the part of both laymen and

professional workers. It is in the second two phases that I feel there is need for both laymen and professional workers to perform their respective roles more productively than they have up to now.

Because it is the laymen who provide community sanction for our health and welfare programs, their role in the community planning and co-ordination and integration of our social work programs is of special importance. It is not an easy role but one that must be performed if the community's changing needs are to be met. Community planning stated briefly means balancing the resources of the community against its needs. To carry on the planning process both layman and professional workers must be willing to accept the self-discipline which it imposes. Each group has the responsibility for creating and supporting the community machinery through which the process of planning is carried out. Laymen and professional workers share the responsibility for seeing that the total community is adequately represented in the organization and in the planning process. The professional worker must stand ready at all times to supply his expert technical knowledge, to assist in interpreting the facts and to offer guidance regarding the direction to be followed.

To many laymen and professional workers an indispensable part of the planning process is the community survey. Whenever questions arise about adjustments in agency programs or the need for co-ordination or integration of programs, invariably someone suggests "let's have a survey." A committee is organized, funds are appropriated and the search for outstanding experts in each field to conduct the survey begins. The experts singly and in team formation descend upon the community. Questionnaires are pre-

pared and the answers to them compiled and recommendations are presented. Sometimes some of the recommendations are accepted and changes are made in the community's structure of health and welfare programs. I believe surveys can serve a real purpose but I want to suggest that the value of any kind of survey must be measured in relation to the degree to which a community has carried on an effective planning process. Its value depends also on the degree to which the laymen and professional workers in a community who are responsible for policy formulation in agency programs are willing to participate in and support a continuous community planning process. Without benefit of a survey I can now call to your attention some weaknesses in the total health and welfare structure in most of our larger communities. First, I know for certain that there is duplication of services. Second, I know that there are gaps in the health and welfare programs. I know that there are areas in the town which need services and are not getting them. I know that there are sections of the population who need services and are not receiving them, and I know that there are needs for specialized services. It may be a child guidance clinic, it may be a community center, it may be a family agency which is needed. Third, I know that there are agencies which have distorted their original purposes. Fourth, I know that there are voluntary agencies carrying on activities for which the public has already assumed responsibility. These things I know and the laymen and professional workers in their communities know them also. What we need is the will to do something about them. We need to forget our institutional loyalties and our preoccupation with traditional patterns of

organization and administration. We need to work hard at this planning process to see that there is developed in every community a flexible network of services which can meet the community's changing needs.

The roles of laymen and professional social workers in the planning process require vision, courage and wisdom. They require vision to see the needs and the opportunities for service; it takes courage to accept the factual data which point to the need for an adjustment or in some instances the elimination of a phase of an agency's program or an entire agency; it takes wisdom to choose those things which need to be done first and to proceed in an orderly way to bring about the required changes.

There has been a heartening resurgence of the grass-roots spirit during the past few years. In my opinion this is largely due to the interest in community service which was awakened during the war years, when individuals who never before had participated in community programs joined with their neighbors to help meet the great demand for voluntary workers. This interest has continued during the past war period and is one on which we should build. There are countless opportunities for laymen and professional workers to assist with the mobilization of intelligent and understanding support for the services which a community needs. We are learning to use the devices necessary for effective social action. Our greatest need at the present time in the development of effective social action is to achieve greater unity among the many organizations which make up the social work community.

I would suggest that layman and professional social workers have an important part to play in facilitating this

trend at all levels. In our concern for social action programs I would suggest, however, that we keep before us at all times the objectives for which we are working. We want for all people the good life. We want for every person who is able to work, opportunity for employment under decent conditions and at fair wages. We want for all the people adequate health and medical care, good education and recreational services. We want for all people good housing. We want for all the people those services which they may need to enable them to function adequately in a democratic society. We want those things for all the people, not just for the white Protestants in our communities. To achieve these goals will take hard work but if we build on the experiences which we have had, if we continue to strengthen the excellent team relationship between laymen and professional workers which we have used so constructively in the past, if we look to the future with courage, we will achieve these objectives. I would like to close with a quotation from a recent editorial in the *Washington Post* which comments on a speech given some time ago by Chief Justice Vinson which should guide our actions as we look to the future.

"'Repose' Justice Holmes said, 'is not the destiny of mankind.' Some Americans have been dreaming of settling down to a quiet and easy peace. That dream was always an illusion. What we and our allies have won is only a new opportunity to tackle and solve immense problems by the democratic method. Or as the Chief Justice puts it 'In achieving success we have fallen heir to the grave problems growing out of a postwar world in need of physical and spiritual rehabilitation.' Such is the nature of success. In a

dynamic world it merely opens up new vistas of responsibility.

"How shall we meet the added responsibility that victory has brought? Certainly not by drifting, by standing pat, by abandoning the accumulated wisdom of the past, or by burying our heads in sand. The Chief Justice suggests: 'We need first of all to reaffirm our faith in the fundamental values upon which has been based all that is worthwhile in our society. We need to revitalize our conviction that that

society is best which gives the greatest practical recognition to the dignity of individual men and which affords greatest opportunities for the development of the higher potentialities of all men . . . we need finally to devote our full intelligence and greatest efforts to the task of devising ways and means whereby those essential values can be given their most complete expression in a world of flux and change. . . . We must be alive and alert to the problem of a shaken world. . . ."

National Conference on Family Life

WASHINGTON, D.C., MAY 5-8, 1948

By KATHLEEN M. JACKSON,

Secretary, Family Division, Canadian Welfare Council

AROUND one thousand delegates from one hundred and twenty-five national organizations interested in family life met in Washington to try to achieve what one speaker called "the cross-fertilization of the compartments." The Conference had been brewing since 1944 when the American Home Economics Association first conceived the idea of such a meeting, and was entirely privately supported with five foundations, ten corporations, thirty-one sponsoring groups and twenty-three individuals contributing.

Every state was represented as well as Hawaii and Alaska and thirty foreign countries. There were anthropologists, sociologists, psychologists, psychiatrists, social workers and group workers, nurses,

dietitians, home economists, teachers, ministers, lawyers, labour leaders and volunteers, all with special interests in such subjects as social security, housing, mental health, kindergarten, camping, public health, education, community organization and financing, family and child welfare, schools of social work, parent-teacher developments, rural life and many other related fields, regardless of race, creed or colour. Certainly the delegates represented the whole diversity of America. Eric A. Johnston, President of the Motion Picture Association of America, was a good chairman.

A great deal of preparatory work had been done by a large number of hard-working committees, and conference delegates were equipped with basic material on the factual

background of the American family life, the dynamics of family interaction, counselling and guidance, social welfare, recreation and family life, legal problems, housing, home management, health and medical care, education, economic welfare and community participation. This provided a common springboard for the delegates into their thirty section meetings where they discussed the family as it began, expanded and contracted, and tried to see what all their different organizations had to offer to the family.

There were a number of general sessions on such subjects as Family Economics, the Dynamics of Family Interaction, the Forces of Disintegration in Family Life and so forth. President Truman came to one of these sessions and spoke in a forceful homely way about the American housing problem, which sounded very familiar to Canadian ears.

One of the highlights of the Conference was Judge Alexander of the Domestic Relations and Juvenile Court of Toledo, who described judges hearing divorce cases as undertakers for dead marriages, and a divorce decree as a burial certificate. He pointed out that too often the divorce court buried "live" corpses, and demanded the substitution of diagnosis and therapy for the outmoded concept of guilt and punishment still prevalent in court procedures. To meet this problem Judge Alexander recommends that divorces be handled in properly

staffed, adequately financed Family Courts, and that such Courts be established throughout the United States.

Another outstanding contribution was made by Charles S. Johnson, the distinguished Negro President of Fiske University, who in dealing with the changing social patterns which he felt were causing the present disintegration of family life, commented forcefully on the need of the family for religion and the philosophy of life which it brings. Kermit Eby, Director of Research and Education for the C.I.O., made his three points very successfully too when he boiled down his comments on ways of strengthening family life to the security of the wage earner, the development of a sense of community, and the recognition that moral decisions were the real issue, not the economic and political ones that were most often talked about.

Orchids went also to the man who said, "the home must be sheltered in a house", to the honest psychiatrist who quoted the advice given him when he graduated, to the effect that 80% will get well anyway, 10% will die no matter what is done, and that the fate of the remaining 10% will depend on all the skill that can be mustered, and to the man who pointed out during a lively discussion on social security "you are never going to lick communism by looking under the bed. You have to lick it by being more radical for better reasons."

Some good speeches were made and some wise things said, "in spite of the fact" said the Chairman "that we were meeting in the shadow of the Capitol where the laws of physics are often violated and sound travels faster than light."

What did it all add up to? More and better social security for the family would be one thing. Another would be an increased recognition of the idea that the real strengthening of family life must be done in the communities where the families live. A third thing would be the urgent need for more and better community Councils, truly representative of every part of community life. Nobody wanted any "new" organizations.

What they did want was the co-ordination and combination of the existing ones in order to get better services.

Dramatic results from the Conference are unlikely. It wasn't that kind. What should happen, however, is that each delegate should go home with a clearer picture of what the family is, and how it lives, and what it needs. Added to this should be increased enthusiasm for genuine co-operation between all elements in the community interested in the family. Finally, they should have a realization that only in this way can the problems of the family be met, because there is no one source of wisdom, no one formula for success, and no use in sighing for a "magic wand."

Canada's Parliament

THE budget did not turn out to be nearly such big news as the Dominion health plans. It is interesting to compare the proposed expenditures with those put before the 1945 Dominion-Provincial Conference (in the so-called "Green Book"):

ESTIMATED EXPENDITURES FIRST YEAR

Green Book New Proposals

Planning and Organization \$	620,000	\$ 625,000 (first year only)
(first year only)		
General Public Health.....	4,022,600	4,404,000
Tuberculosis Control.....	3,000,000	3,000,000 (rising to \$4 million)
Venereal Disease Control....	500,000	500,000
Mental Health	4,000,000	4,000,000 (rising to \$7 million)
Crippled Children	500,000	500,000
Professional Training	250,000	500,000
Research	100,000	100,000
		(rising annually to \$500,000)
Cancer		3,500,000
Hospital Building		13,000,000
Total	\$13,000,000	\$30,000,000

The doubling of the grant for professional training is of more interest to the social work profession than might appear at first glance. Prime Minister King said in the House of Commons that the grant will be used not only to make available public health personnel, but also "to assist in developing and training personnel required for the operation of constantly expanding hospital services." It is expected that this will include medical and psychiatric social workers.

Three other legislative matters on which Council members have taken a stand were dealt with by Parliament. The margarine bills of both Commons and Senate vanished into oblivion on butter-greased skids—to the disappointment of the Family Welfare Division which passed a resolution, backed by strong agency comments, asking for the removal of the margarine ban.

The Council brief on social security records the recommendations of our members for increased benefits for the unemployed under the Unemployment Insurance Act, and for vocational training for "the long term unemployed . . . and marginal workers."

Under the Vocational Training Co-ordination Act, training was restricted to those who were entitled to draw unemployment insurance. The Act as amended last month now enables the Governments (Dominion-Provincial) to give vocational training "to fit unemployed persons for gainful employment." This means that the long term unemployed, whose insurance benefits are exhausted, and marginal workers, who probably have not built up insurance rights, may be given training.

Last month's changes in the Unemployment Insurance Act pushed the top weekly benefit from \$14.40 to \$18.30; raised the employers' contributions, particularly in Class 7 (where most workers now are); and added another Class (8) with higher contributions for both employee and employer.

The drop in interest paid on Government annuities from four to three per cent raises the cost of deferred annuities by twenty to forty per cent. The drop is about fifteen per cent on immediate annuities, that is, those on which benefits start shortly after a lump sum has been paid.

ACTION SOCIALE EN ONTARIO . . .

suite de la p. 26

rendre la vie de son prochain plus belle, plus attrayante, plus digne d'être vécue. Il ne faudrait pas que des petits esprits, des esprits faibles, matérialistes, viennent détruire l'enthousiasme de l'équipe d'hommes qui s'adonnent actuelle-

ment à faire naître dans la province d'Ontario, à y mettre sur pied, un organisme d'éducation postsecondaire bien comprise. L'expérience, répétons-le, en est trop belle, et la moisson qui s'annonce trop riche.

BOOK



REVIEWS

DESIGN FOR GIVING, The Story of the National War Fund, Inc., 1943-1947, by Harold J. Seymour. Harper & Brothers, Inc., New York. 1947. 182 pp. Price \$2.25.

If any of the readers of *WELFARE* still think that money-raising is done by a few well-meaning people persuading their friends to give to a worthy cause, they will find this book an eye-opener. The author goes so far as to speak of "fund-raising" as a profession, although he admits that it is still in a relatively primitive stage.

Those engaged in fund-raising—and their number is growing fast in Canada—can learn much from this account of the experience of "the greatest joint philanthropic effort ever undertaken" in America, the country where fund-raising for private philanthropy has reached the greatest degree of organization. The U.S. National War Fund raised three-quarters of a billion dollars from 43,000 communities between 1943 and 1947.

We are told (as we suspected) that the key to the character of any community in terms of federated fund-raising, is motive. It all depends on what the leaders of the community have in mind when they organize their local fund or chest. If they have most in mind to protect the contributors, probably including themselves, they

measure success in terms of keeping budgets down and keeping new causes out. On the other hand, if the leaders are interested primarily in health, welfare and recreation, and really want to make the community a better place to live in, results are often beyond expectations.

When this fund was established in 1942, appeals for wartime and peacetime causes had become "continuous, competitive and utterly confusing". The giving public was beginning to question the confusion. In the national interest, and to bring some order out of the chaos, President Roosevelt appointed a War Relief Control Board which was instrumental in organizing the National War Fund on which agencies, fund-raising groups and the contributing public were represented.

The author explains in detail how a national quota committee went about deciding how much any given community should be asked to give, and the relation to amounts sought in other communities. Although there was an attempt to fix quotas according to the "giving power" of the communities the quotas were altered somewhat arbitrarily after a year's experience showed that all communities did not give at the same rate.

We are taken behind the scenes to see how the appeal was timed, how the publicity material was prepared. We learn the techniques of advertising by radio, motion pictures, through speakers, etc. The principle of proportionate giving was emphasized, and fund-raising units were warned against any plan of fund-raising such as "buck a month" clubs or any other version of the "March of Dimes" idea which violate that principle. The need to keep an "open end" on the appeals is stressed,—that is, no deadline should be fixed for receipt of contributions.

The President's Board went out of existence March 31, 1946, and it was decided to liquidate the fund at the end of that year. Actually it went into 1947. Since the national co-ordination and control body has ceased to function Mr. Seymour relates that the former chaos has returned. He believes that the experience gained could be used to solve peacetime fund-raising difficulties by "joining all hands in some high and common cause." There is a "current local revolt among businessmen against the cost, multiplicity and confusion" and he fears that "many volunteer workers and contributors, overwhelmed by the sheer mass of appeals, may stage a spontaneous revolt against the whole field." These negative results are showing up now in the spectacular failure of many current appeals, and in the growing movement to set up state and local "screening" bodies to determine what causes should be

permitted to seek funds and for what amounts. The author suggests that eventually there may be a national chest covering all the major fields of health, welfare and recreation. This could "eliminate most of the current confusion, and bring about a balanced pattern in program—at a cost far less than the total cost of today." He believes that unity will come when the people want it; first, by a demonstration in one or two key states; second, by the spreading of revolt against the current chaos; and third, "as understanding spreads, by a curtailment of indiscriminate giving on the part of the general public."

The increasing number of appeals for funds in Canada, particularly since they are no longer required to register under the War Charities Act, gives particular interest to this book. There are widespread rumblings in editorial columns and elsewhere about the failure of some recent Canadian fund drives to meet their objectives, and there is considerable questioning of the multiplicity of appeals. It may be that a Canadian movement for reform in this area is at hand.

SVANHUIT JOSIE.

A DECADE OF GROUP WORK,
by Charles E. Hendry, Editor.
Association Press, New York.
1948. 189 pp. Price \$3.25.

This book of one hundred and eighty-nine pages, a symposium of twenty-three articles by a long list of contributors, has been issued

by the American Association of Group Workers as a report of the development in group work that took place during the first decade of the existence of the Association. The opening article deals with steps in the development out of which emerged the American Association of Group Workers in 1946. It contains a presentation of the functions of the Association which, it is explained, while not "in the strictest sense a professional organization" (p. 8), is interested in furthering professional competence.

It is pointed out that the group work method expanded in many directions during the decade 1936-1946. In brief articles the development that took place in group work in this period is discussed in relation to camping, public recreation, health and physical education, child welfare services, intercultural education, religious education, workers' education, low cost housing, schools, and community planning as a base for group work. There are other chapters in which group work is discussed in relation to therapy, adult education, and the problems of rural people. In addition, articles review the use of the group work method in less permanent or unusual settings, such as in the short contact service and as it is being utilized in management and personnel work. Included also is a discussion of the practices and applications of group work in the war period.

The last six articles in the book are concerned with the professional aspects of group work—the major

trends and developments in the work, the development of social research as related to group work, and the development and use of records. Several pages are devoted to the gaps in group work which are designated as the areas, or "growing points", for increased attention in the future.

Not the least valuable is the resumé of professional literature written in the decade covered. This resumé is supplemented by several of the chapters which contain a brief bibliography on the subject discussed in the articles.

The book is valuable as a survey of the expansion and growing use of the group work method and as a summary of the development of group work from the professional viewpoint.

ANNE B. ZALOHA,
School of Social Work, McGill University.

THE RIGHTS OF INFANTS, by Margaret A. Ribble, M.D.
Columbia University Press, New York. 110 pp. Price \$1.75.

This book should help every intelligent mother, or mother substitute, to bring her baby smoothly through the various stages of infancy and to promote his mental growth, emotional stability, and physical health. It should be required reading for doctors, nurses, social workers and others who are responsible for the care of infants, or for advising mothers regarding their care.

Based on scientific research, the theme is that the infant for normal development must have not only skilful physical care but also satis-

factory attention to his emotional hunger and social impulses. The book stresses the important part that wise and consistent "mothering" plays in the baby's mental, physical and emotional development. By "mothering" Dr. Ribble means not only feeding, bathing and other necessary physical care, but also "all of the evidences of tender feeling—fondling, caressing, rocking and singing or talking to the baby". Dr. Ribble claims that the new-born infant needs reassurance through close physical contact with the mother, and that this helps the baby to breathe and to secure the oxygen required for brain development and physical

health. "The infant who is treated impersonally, however well nourished and clean he may be, is actually thwarted in his mental development and may suffer more cruelly than an adult locked up in solitary confinement". The book warns that two situations must never be allowed to come about—"the over-development of the child's emotional attachment to the mother, or a ruthless weaning from her". Procedures are suggested to guide the mother at various stages of the baby's development.

LEILA O'GORMAN,

Supervisor, Family Division,
Catholic Welfare Bureau, Toronto.

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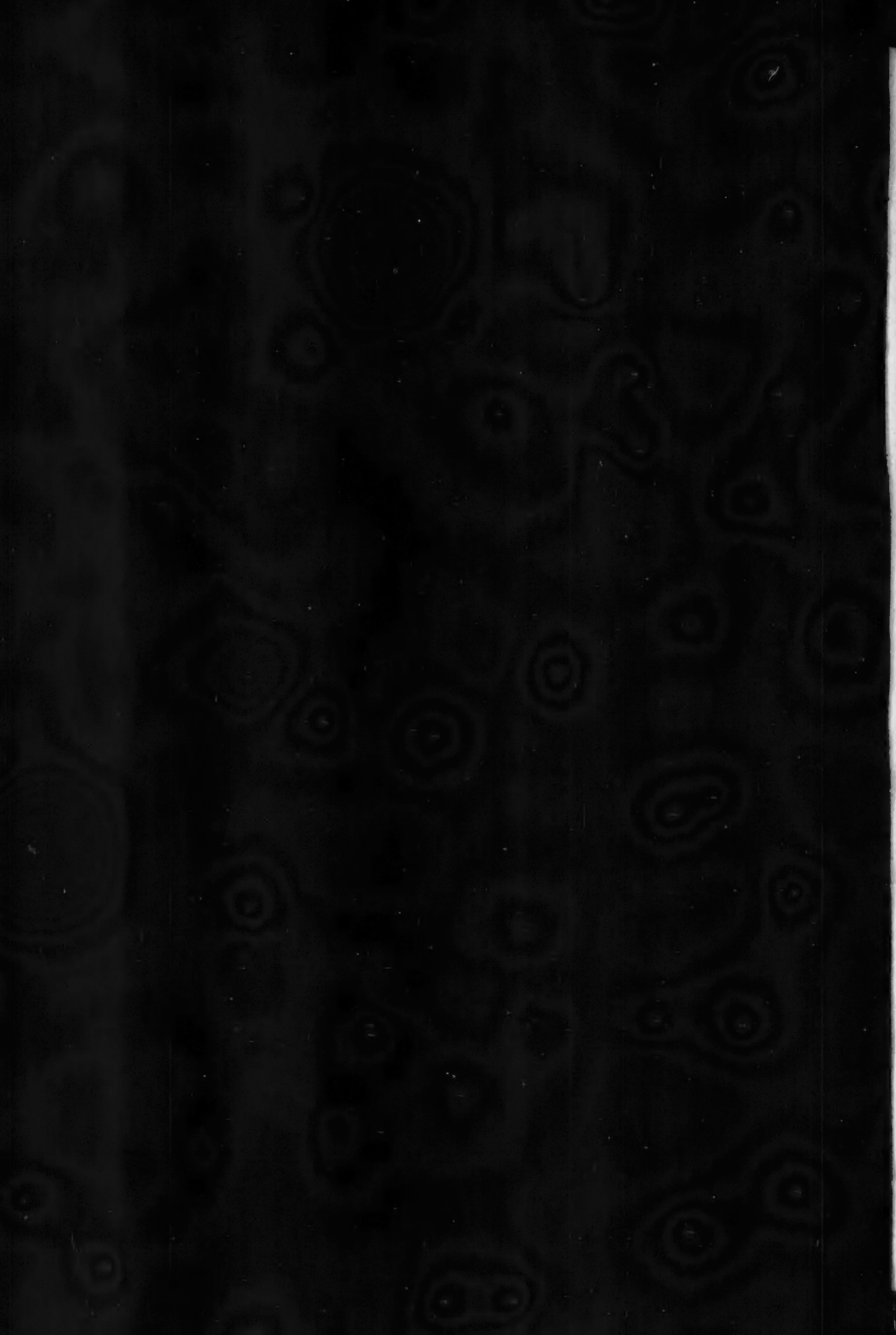
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Among the Publications Added to the Council Library

Canada 1948. 266 pp. Price 25 cents.

The official handbook of facts about Canada has just been published by the Dominion Bureau of Statistics under the authority of the Minister of Trade and Commerce. It contains in convenient form facts about our country and its government which will be most useful in many ways.

So You Want To Help People, by Rudolph M. Wittenberg, Association Press, New York, 1947. 173 pp. Price \$3.50.

This is a very readable book designed to interpret principles of mental hygiene to volunteers who work with groups of young people. It is based on the belief that unless we understand, we cannot help.

Pamphlets That Pull, by Alexander Crosby, National Publicity Council, New York. 1948. 33 pp. Price \$1.00.

Shows how to produce effective printed material with a minimum of expense. Emphasis is placed on brevity, humour, honesty and concreteness.

Child Offenders, by Harriet Goldberg. Grune and Stratton, New York, 1948. 215 pp. Price \$4.00.

This is a study in diagnosis and treatment of child offenders in the juvenile court, Toledo, Ohio. The chief problem dealt with is truancy and the author stresses the need to tackle the basic causes of difficulties of this kind as the only means of preventing delinquency.

Group Work — Case Work Co-operation. A symposium sponsored by the American Association of Group Workers, Association Press, New York, 1946. 49 pp.

This is a symposium based on practice in Jewish Centres. It presents the philosophy and techniques which enable closer co-ordination of services to individuals. In the first article, Miss Gertrude Wilson has provided a searching analysis of the use of case work service in a group work agency.

Salaries and Conditions of Work of Social Workers, published by the National Council of Social Service, Inc., London, England. 85 pp.

This pamphlet is the report of a joint Committee of the National Council of Social Service and the British Federation of Social Workers. It is a most interesting study of British personnel practices which could be duplicated in Canada with excellent effect.

Sexual Behaviour in the Human Male, by Alfred Kinsey, Wardell B. Pomeroy and Clyde E. Martin, W. B. Saunders Co., Philadelphia, 1948. 804 pp. Price \$7.50.

An objective, factual study based on surveys made by members of the staff of Indiana University. Data provided by 5,300 men is the basis for this study which is of considerable significance to the social sciences.

Delinquent Girls in Court, by Paul W. Tappan, Columbia University Press, New York, 1947. 242 pp. Price \$3.00.

This volume is a study of New York's Wayward Minor Court and evaluates the use of a socialized tribunal in the treatment of adolescents.

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